

# REPORT

## III Postgraduate Workshop of the ESPON/ENECON Project **Integrated Territorial Management and Governance**

Aalborg University

Aalborg, DENMARK  
(March 28, 2014)

ENECON

ESPON Evidence in a North European Context

<http://www.rha.is/enecon>



Daniel Galland  
[dgalland@plan.aau.dk](mailto:dgalland@plan.aau.dk)

May 2014

### **This ENECON PhD workshop comprised of four elements:**

- Key-speaker presentation on given ESPON themes, preferably zooming in on Nordic-Baltic focus and circumstances
- Presentations by PhD students on their research projects related to ESPON themes of territorial development and cohesion
- Discussion and debate on focal themes among the audience
- Information on the ESPON 2013 Programme, latest programming developments and events as well further ESPON related research foci and directions.

### **The key themes focus on Northern European countries in light of ESPON research and evidence:**

- Territorial governance
- Cross-border regions
- Regional planning and territorial cohesion

### **Organizers**

Aalborg University, University of Eastern Finland and University of Tartu with the collaboration of the ENECON consortium

### **Acronyms**

ESPON 2013 - The European Observation Network for Territorial Development and Cohesion

ENECON - ESPON Evidence in a North European Context, implemented by the ECPs from Norway (Lead Partner), Denmark, Estonia, Latvia, Lithuania, Finland, Sweden and Iceland.

ECP - ESPON Contact Point

### **For further information:**

Dr. Daniel Galland [dgalland@plan.aau.dk](mailto:dgalland@plan.aau.dk)

Dr. Antti Roose [antti.roose@ut.ee](mailto:antti.roose@ut.ee)

Dr. Prof. Heikki Eskelinen [heikki.eskelinen@uef.fi](mailto:heikki.eskelinen@uef.fi)

**ENECON website:** <http://www.rha.is/enecon>

© Report by Daniel Galland

Aalborg, Denmark

May 2014



EUROPEAN UNION  
Part-financed by the European Regional Development Fund  
INVESTING IN YOUR FUTURE



## Contents

Objectives of ENECON project and Postgraduate workshops .....	4
ENECON III Postgraduate Workshop in Aalborg: An Overview.....	5
Daniel Galland   <i>Opening and introduction</i> .....	7
Carsten J. Hansen   <i>Transforming ESPON results to national, regional and local policy guidelines – the Danish case</i> .....	8
Matti Fritsch   <i>The effects of the border on land-use patterns and their governance in the Finnish-Russian borderlands</i> .....	10
Martin Gauk   <i>New strategic and spatial visions for the Tartu region under emerging regionalization</i> .....	12
Vytautas Palevičius   <i>Transport systems integration into urban development planning processes</i> .....	15
Aleksandrs Dahs   <i>A spatial approach to regional demographic research and policy making: Example of Latvia</i> .....	17
Juha Halme   <i>Stakeholder participation in place branding: a case study of three regional level place branding programs in Finland</i> .....	18
Pablo Elinbaum   <i>Plans outside the system. Ad-hoc instruments for designing and managing urban areas</i> .....	20
Inese Haite   <i>Polycentric development in Latvia and its evaluation</i> .....	24
Daniel Galland   <i>Epilogue</i> .....	26

## **Objectives of ENECON project and Postgraduate workshops**

The ENECON project (2012-2014) aims to facilitate transnational dialogues on spatial planning between policy makers and practitioners, scientists and young academics and students in the Nordic-Baltic countries. Special emphasis is on Northern Europe. This includes:

- Dissemination, capitalization and awareness rising of ESPON results and their implications for Northern Europe.
- Mutual learning processes between relevant actors in the Nordic-Baltic region and the ESPON “family”.
- Contribution to the ability of national and regional policy-makers as well as researchers to position regions, macro-regions, and national territories in a European (ESPON) context.
- Contribution to the discussion and debate around the EU Strategy Northern parts of Europe, not at least the northernmost parts of Europe.
- Trans-generational dialogue by engaging with young researchers and students that are active in the spatial and territorial development policy field.

### **WP 2c: ESPON postgraduate workshops**

The activity will focus on teaching and tutoring on ESPON knowledge at postgraduate level, doctoral and master’s courses, also involving active students in this field at the bachelors’ level. The target group includes also young, post-doctoral fellows.

The workshops will facilitate in-depth debate on ESPON concepts, methods, findings, and governance practices on European territorial planning and cohesion. The workshop series is going to integrate and disseminate ESPON knowledge and findings focusing on selected themes such as peripheral regions (rural areas – EDORA, GEOSPECS, EU-LUPA, SeGI, PURR), secondary cities (city regions – SGPTD, ATTREG, FOCl, KIT) and multi-level territorial governance (TERCO, METROBORDER, TransMEC, etc). The regional and local cases will consolidate the ESPON findings and cross-fertilise the debate on territorial cohesion.

The one-day workshops are organised at participating universities and institutions in relation to their respective postgraduate programmes (i.e. Geography, Planning, European Studies, Land Management, etc.) and in the framework of academic lectures/courses on territorial development and planning. The workshops are co-chaired by professors, senior researchers and leading ESPON experts. The working language of the workshops is English.

On the basis of the three workshops, an e-learning short course will be compiled at the open-source PHP Moodle application, including series of web-based lectures (3 x 2 hours). E-learning short course “ESPON Evidence in a North European Context” is going to be offered for the academic use in the participating countries.





**“Integrated Territorial Management and Governance”**  
III Postgraduate workshop of the ESPON/ENECON project

Aalborg University  
Aalborg, DENMARK

## **ENECON III Postgraduate Workshop in Aalborg: An Overview**

This was the last in a series of three postgraduate workshops undertaken by the ENECON project during the period 2012-2014. A total of 28 master’s students, postgraduate students and lecturers from the Nordic-Baltic region gathered at the Utzon Centre in Aalborg to discuss territorial governance, spatial planning and policy, and polycentric development, amongst other relevant themes and domains associated with evidence from ESPON projects such as TERCO, METROBORDER, LUPA, TOWN, TANGO, and others.

ESPON-ENECON speakers, doctoral and post-doctoral students from the Nordic-Baltic region debated evidence-based policy making approaches concerning governance and land-use patterns in border regions, strategic and spatial visions under emerging regionalization, stakeholder involvement in strategic spatial planning, and the emergence of new plans and instruments for the design of urban regions.

The ENECON project (<http://www.rha.is/enecon>) is one of the Transnational Networking Activities in the ESPON 2013 Programme aiming to disseminate ESPON findings in the Northern European context as well strengthening the Nordic-Baltic community on territorial development and cohesion. ESPON-ENECON partners and steering committee members Daniel Galland (Aalborg University), Antti Roose (University of Tartu) and Heikki Eskelinen (University of Eastern Finland) regard this series of three workshops as a significant learning outcome for the future ESPON 2020 programme.

The organisers of the ESPON/ENECON III Postgraduate Workshop in Aalborg are very grateful to Olaf Foss, the Lead Partner of this ENECON consortium, for his kind support during the busy weeks of preparation that preceded this workshop.

**Location:** Utzon Centre, Slotspladsen 4, Aalborg  
([http://www.utzoncenter.dk/en/welcome\\_02.htm](http://www.utzoncenter.dk/en/welcome_02.htm))  
**Time:** 08:45 – 17:30, March 28, 2014  
**Contact:** Daniel Galland, *Assistant Professor, Aalborg University*,  
[dgalland@plan.aau.dk](mailto:dgalland@plan.aau.dk)

## INTEGRATED TERRITORIAL MANAGEMENT AND GOVERNANCE

III Postgraduate workshop of the ESPON/ENECON project  
Aalborg, Denmark, March 28, 2014

### PROGRAMME

#### MORNING SESSION

**09:00 – 12:00** – *Facilitator: Daniel Galland*

- 09:00 **Daniel Galland**, prof. (ENECON, Aalborg University): *Opening and introduction.*
- 09.20 **Carsten J. Hansen**, prof. (ENECON, Aalborg University): *Transforming ESPON results to national, regional and local policy guidelines – the Danish case.*
- 10:20 **Matti Fritsch** (ENECON, University of Eastern Finland): *The effects of the border on land-use patterns and their governance in the Finnish-Russian borderlands.*
- 11:00 **Martin Gauk** (ENECON, University of Tartu): *New strategic and spatial visions for the Tartu region under emerging regionalization.*
- 11:40 Discussion (Speakers, PhD and master's students)

12:00 *Lunch in Utzon Centre*

#### AFTERNOON SESSION

**13:30 – 15:00: Postgraduate Presentations I** – *Facilitator: Antti Roose*

- 13:30 **Inga Jekabsone** (University of Latvia): *Integrated governance model for municipalities in EU based on subjective well-being assessment and co-responsibility approach.*
- 14:00 **Vytautas Palevičius** (Vilnius Gediminas Technical University): *Transport systems integration into urban development planning processes.*
- 14:30 **Aleksandrs Dahs** (University of Latvia): *A spatial approach to regional demographic research and policy making: Example of Latvia.*

**15:20 – 16:50: Postgraduate Presentations II** – *Facilitator: Daniel Galland*

- 15:20 **Juha Halme** (University of Eastern Finland): *Stakeholder participation in place branding: a case study of three regional level place branding programs in Finland.*
- 15:50 **Pablo Elinbaum** (International University of Catalonia): *Plans outside the system. Ad-hoc instruments for designing and managing urban areas.*
- 16:20 **Inese Haite** (Daugavpils University, Latvia): *Polycentric development in Latvia and its evaluation.*
- 16:50 Discussion (Speakers, PhD and master's students)
- 17:15 **Daniel Galland**, prof. (Aalborg University): *Closing remarks.*
- 17:30** End of Session

## Daniel Galland | *Opening and introduction*

Assistant Professor, Aalborg University  
ENECON, Steering Committee Member

The mission and key principles concerning the ESPON 2013 Programme Strategy were introduced to workshop participants alongside ESPON's Priority 4 objectives, actions and outputs. Dr. Galland explained the aim of the ENECON consortium, which is to facilitate transnational dialogues on spatial planning between policy makers and practitioners, scientists as well as young academics and students in the Nordic-Baltic countries.

The expected outputs of the project were introduced, namely:

- Dissemination, capitalization and awareness rising of ESPON results;
- Mutual learning processes between relevant actors in the Nordic-Baltic region;
- Contribution to the ability of policy-makers and researchers to position regions, macro-regions, and national territories in an ESPON context;
- Trans-generational dialogue by engaging with young researchers and students that are active in the spatial and territorial development policy field.

This opening presentation was supplemented by staging the aims and work that have been respectively pursued and carried out by ENECON partners within the framework of their dissemination activities during the period 2012-2014.



*Figure 1. Dr. Daniel Galland introducing the scope of ENECON project under ESPON's Priority 4 objectives alongside the contents of the III Postgraduate Workshop.*

Finally, the opening presentation provided a synthesis concerning the working activities and schedule for the day. The contents and scope of each presentation were briefly presented, followed by an introduction to the different groups of

participants that travelled to Aalborg from an array of places throughout the Nordic-Baltic Region.



Figure 2. The audience at the ESPON-ENECON III Postgraduate Workshop at the Utzon Centre in Aalborg, Denmark.

**Carsten J. Hansen | *Transforming ESPON results to national, regional and local policy guidelines – the Danish case***

Associate Professor, Aalborg University

This presentation provided a synthesis of a recent project carried out for the Danish Ministry of the Environment, entitled – “ESPON lessons for Denmark?” (2012-2013). The project’s target groups included ministries, regions, municipalities and other spatial development actors and interests (stakeholders and professionals).

This project included a survey, knowledge dissemination, interactive research and literature studies (a total of 41 ESPON “Applied Research” and “Targeted Analyses” projects (see [www.espon.eu](http://www.espon.eu)), yielding a main report: (3-6 page summaries of each ESPON project + summary across the projects) and a summary report: summary across the projects + analysis of relevance for the Danish context, policy implications and guidelines towards 2020.

*Key ESPON lessons for Denmark: Analysis, challenges and policy implications*

*a) Demography and migration*

Migration typically benefits already wealthy areas by equalising the demographic challenges that such areas would have experienced without migration. The same tendency strengthens demographic inequalities in rural and “outskirts” areas. However, there are risks of gender inequalities remaining (e.g. young women tend to

be more mobile than young men; and not just the young: how about the new resourceful elderly/seniors/pensioners?).

*“Applied Research” projekter*

**Attractiveness:** ATTREG - Attractiveness of European Regions and Cities for Residents and Visitors  
**Cities:** FOCI - Future Orientation for Cities  
**Climate Change:** ESPON Climate - Climate Change and Territorial Effects on Regions and Local Economies in Europe  
**Demography:** DEMIFER - Demographic and Migratory Flows Affecting European Regions and Cities  
**Energy:** ReRisk - Regions at Risk of Energy Poverty  
**EU Directives:** ARTS - Assessment of Regional and Territorial Sensitivity  
**EU 2020 Strategy:** SIESTA - Spatial Indicators for a Europe 2020 Strategy Territorial Analysis  
**Globalisation:** TIGER - Territorial Impact of Globalization for Europe and its Regions  
**Governance:** TANGO - Territorial Approaches for New Governance  
**Green Economy:** GRECO - Regional Potential for a Greener Economy  
**Growth Poles:** SGPTD - Secondary growth poles in territorial development  
**Innovation:** KIT - Knowledge, Innovation, Territory  
**Land use:** EU-LUPA - European Patterns of Land Use  
**Poverty and exclusion:** TIPSE - Territorial Dimension of Poverty and Social Exclusion in Europe  
**Rural areas:** EDORA - European Development Opportunities in Rural Areas  
**Scenarios:** ET2050 - Territorial Scenarios and Visions for Europe  
**Seas:** ESaTDOR - European Seas and Territorial Development, Opportunities and Risks  
**Services of general interest:** SeGI  
**Specific types of territories:** GEOSPECS - Geographic Specificities and Development Potentials in Europe  
**Territorial Cooperation:** TERCO - European Territorial Cooperation as a Factor of Growth, Jobs and Quality of Life  
**Territorial impact assessment:** TIPTAP - Territorial Impact Package for Transport and Agricultural Policies  
**Transport:** TRACC - TRansport ACCessibility at regional/local scale and patterns in Europe

*“Targeted Analyses” projekter*

**Agglomeration economies:** CAEE - The Case for Agglomeration Economies in Europe  
**Convergence regions:** SURE - Success for Convergence Regions' Economies  
**Cross-border development:** ULYSSES - Using applied research results from ESPON as a yardstick for cross-border spatial development planning  
**European cooperation:** TransSMEC - Transnational Support Method for European Cooperation  
**Growth poles:** GROSEE - Growth Poles in South-East Europe  
**Indicators for Territorial Cohesion:** KITCASP - Key Indicators for Territorial Cohesion and Spatial Planning  
**Integrated strategies:** RISE - Identifying and Exchanging Best Practices in Developing Regional Integrated Strategies in Europe  
**Islands:** EUROISLANDS - The Development of the Islands – European Islands and Cohesion Policy  
**Metropolitan regions:** BEST METROPOLISES - Best Development Conditions in European Metropolises: Paris, Berlin and Warsaw  
**Metropolitan regions:** METROBORDER - Cross-Border Polycentric Metropolitan Regions  
**Metropolitan regions:** POLYCE - Metropolisation and Polycentric Development in Central Europe: Evidence Based Strategic Options  
**R&D:** AMCER - Advanced Monitoring and Coordination of EU R&D Policies at Regional Level  
**Territorial migration:** SEMIGRA - Selective Migration and Unbalanced Sex Ratio in Rural Regions  
**Rural regions:** PURR - Potential of Rural Regions  
**Scenarios:** SS-LR - Spatial Scenarios: New Tools for Local-Regional Territories  
**Territorial diversity:** ESPON TEDI - Territorial Diversity in Europe  
**Territorial governance:** SMART-IST, Smart Institutions for Territorial Development  
**Territorial impact assessment:** EATIA - ESPON and Territorial Impact Assessment  
**Territorial performance:** TPM - Territorial Performance Monitoring

Figure 3. Overview of ESPON's Applied Research and Targeted Analyses projects that were analysed for the Danish Ministry of the Environment.

*b) Urban-rural:* development between the metropole and the outskirts

There is a tendency towards more urban-rural integration: functional urban regions, urban landscapes, etc. In this sense, relatively large cities tend to fill up and to become more polycentric. Local culture and environment are crucial for economic development with a focus on place quality. This implies moving away from the centre-periphery discussion towards looking at the potentials of each individual city or region. Moreover, the focus is to avoid counterproductive urban sprawl, but also urban densification that challenges carrying capacity. This also implies integrating production and consumption in new ways (e.g. landscape consumption and urban food production). At the municipal level, this implies rethinking roles and cooperation towards finding a “common critical mass”.

*c) Gateways, connectivity and infrastructures*

Global competition is not just for big cities. It is increasingly perceived at all scales even the smallest places. In this respect, global flows and tendencies are increasingly visible and can be identified at different scales. All places are interrelated and connected to other places. However, there is a need for further analysis on how places connect (e.g. through their place-qualities) in new ways to other places – physically, virtually, economically, socio-culturally, etc. For instance, in terms of mobility, climate and environmental challenges, the question is whether increased virtual connectivity will help or simply generate more transport activity? At the same time, there is an increasing need for improved cross-border coordination of urban and transport planning.

*d) Business:* smart innovation policies and research

There is insufficient use of innovation potential in Denmark as many small and mid-sized companies are typically not involved in (organised) innovation activities. In this



sense, connections between companies and research institutions can be strengthened further. Smart innovation thereby does not entail just business-as-usual (i.e. “inventing”), but should also build on the unique combination of local knowledge, ideas and will and capacity to act. A recommendation is to encourage and to enable local actors in the process of joining international knowledge sharing and transfer (e.g. to help companies to develop business areas outside traditional applied science).

*e) Governance: rethinking territorial development and planning*

There is clear evidence that cross-sector and locally adapted cooperation is decisive for success. Territorial cooperation has a favourable influence on growth, jobs and quality of life. This is facilitated through ‘light’ top-down steering (i.e. goals and strategies), but on local terms recognising that external support works better when it matches local conditions and success criteria. Moreover, there is a need towards exchanging experiences, tool sharing, mutual advising and counselling, etc. There is a tendency towards more local and regional influence on the construction of development programmes (and the on-going ‘fluid’ planning and *increasing focus on local-regional development cultures*). Develop analytical capacity nationally and in regions for advisory use and facilitation (e.g. and more integrative programmes and projects revolving around specific challenges/topics). Finally, there is a need to locate and pursue missing coordination.

*f) New tools: territorial impact assessment*

ESPON video-tools for development of strategies and plans for areas: [http://www.espon.eu/main/Menu\\_Press/Menu\\_Videos/VideoMainPage/01\\_Introduction.html](http://www.espon.eu/main/Menu_Press/Menu_Videos/VideoMainPage/01_Introduction.html). The question is whether we should develop further our own adapted approaches to assess territorial potentials as well as the possible consequences of specific strategies and plans so that they, apart from EIA, also concern broader socio-economic and cultural potentials and consequences? This approach is relevant to correlate wishes for measurable success criteria with needs for flexibility and capacity for acting fast. Several ESPON projects suggest or indicate how nations, regions and localities can monitor, follow and evaluate strategies, plans and projects.

**Matti Fritsch | *The effects of the border on land-use patterns and their governance in the Finnish-Russian borderlands***

Postgraduate researcher, University of Eastern Finland

After some initial reluctance, the ESPON research programme now pays more attention to the external border as well as to territorial development in and connections with the external neighbourhood. Against this background this presentation focused on the spatial effects of interaction across one of the external borders of the European Union: the Finnish-Russian border.

The number of people crossing the Finnish-Russian border has increased strongly in recent years. In 2000, approximately 6 million people crossed Finland's eastern border annually. By 2012, this figure had doubled to almost 12 million with Russians constituting over 80% of that figure. Russians cross the border mainly for shopping

purposes, but leisure tourism and second homes also play an important role. This also increasingly has a positive impact on the economies in the Finnish border regions, particularly in south-eastern Finland where, due to the close proximity of the metropolitan area of St Petersburg, cross-border flows and interaction are the strongest along the 1300km long Finnish-Russian border.

Growing employment in the service sector strengthened by the influx of Russian tourists has recently somewhat cushioned the effects of structural change within that region, which has been triggered by the downsizing of the traditional pulp and paper industries.

The need to cater for Russian tourists has increasingly led to land-use planning conflicts between regional/local (municipalities, regional councils) and national (Ministry of the Environment) actors in south-eastern Finland. These conflicts have

arisen from the fundamental question whether shopping and service facilities should be built according to the needs and demand of steadily increasing Russian tourism, or according to the terms and conditions of, rather inflexible, national land-use planning guidelines set and enforced at the national level. The presentation shed light on the genesis and management of these policy mismatches. Initially, the major spatial impacts of increasing Russian tourist flows were presented. Based on a review of relevant planning documents as well as interviews with regional and national level actors, the presentation then moved onto providing a detailed analysis of the nature, development and potential resolution of such conflicts.

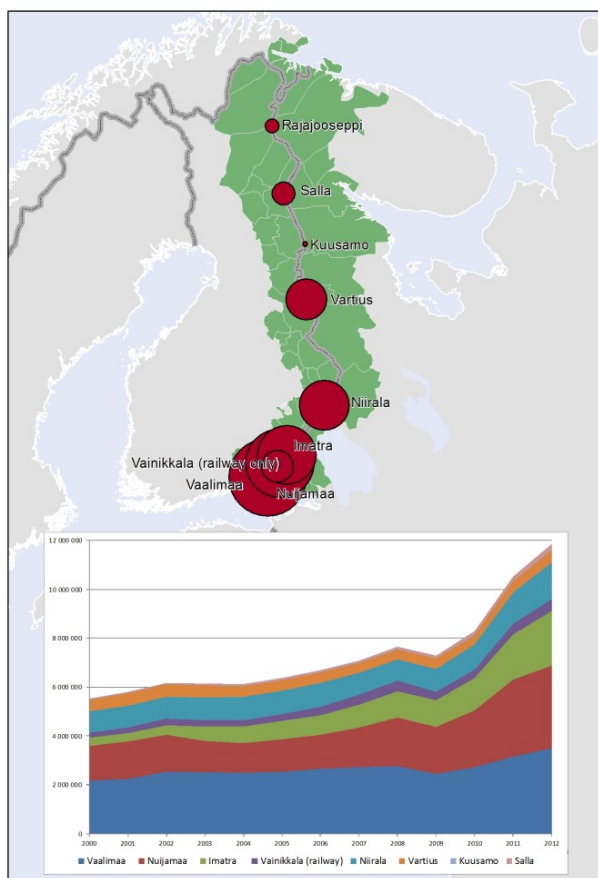


Figure 4. The 1300-km long Finnish-Russian border.

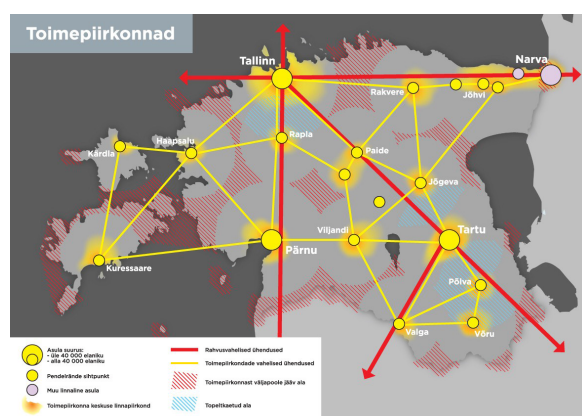
## Martin Gauk | *New strategic and spatial visions for the Tartu region under emerging regionalization*

PhD student, University of Tartu

During the last decades, the 'Europe of regions' has become a common statement everywhere. It has been argued that the role of regions is increasing. Many issues cast doubt as to whether those states originating from National-Romanticism in the 19th century are losing or still maintain their importance. Examples of these factors are the development of supranational organisations, the globalisation of economy and the postmodern philosophies of being. Furthermore, both the depreciation and 'provincialisation' of regions have changed into the emergence of regions. The reinforcement of the intermediary levels between the State and locality means that regions are active agents on the national and international scene. However, there is also a long history of regional movements in Europe (see Keating 1998).

Le Galès & Lequesne (1998) see three paradoxes in the emergence of the regions. First, the process and the outcomes are remarkably differentiated in European countries. Second, the absence of regions has led into rather successful neo-localism. Third, the deepening European integration has actually developed a new horizontal co-operation above the regions. It is useful to look more closely at the underlying processes in these changes to understand that the processes behind 'the Europe of regions' are manifold. Generally, the regions in the western part of the continent are integrating, whereas the States themselves are disintegrating. In the eastern part of the continent the situation is quite the contrary with the emergence of new states and regions. Four aspects involved in the emergence of regions are illustrated here (see Le Galès, 1998). These are mostly separate processes that, however, include also similar aspects.

Secondary growth poles are to play an important role in polycentric and balanced spatial development at European, national and regional level. They should be



engines for regional development and might offer citizens a living environment at a lower cost. Territorial capital in urban and economic concentrations outside larger cities is to be activated in order to create new and better complementarities, synergies and other advantages in terms of sustainable territorial development.

Figure 5. Positioning Tartu in the National Plan Estonia 2030+ (2012).

Secondary growth poles in territorial development might for instance help cities and their hinterland to become better integrated into the global economic system, absorb spill-over effects of larger cities (e.g. housing, economic activities), contribute



to the reduction of urban sprawl, create better economic performance at national and regional level or create better balance of economic activities.

The project presented here should strive for a better understanding of the following key policy questions, for which it should provide supporting knowledge and evidence in terms of:

- Positive Europeanisation impact supported by EU policies and funding - to be continued 2014-2020.
- As urban region dimension is crucial, need to revise and strengthen national policies.
- *Ad hoc* project-level planning should be replaced by strategic planning at urban region level.

The study has three key elements. First it will collect and assess the empirical evidence on economic performance and competitiveness and the gaps between the capital and secondary cities in different member states and how this has been changing over time. It will assess their performance on critical drivers of performance – innovation, human capital, connectivity, place quality and strategic decision-making capacity. What is their actual and potential development to more balanced territorial development at regional, national and European level? What are their territorial prospects? Which cities are and are not punching their weight nationally in Europe, how and why. Second, it will describe the policy debate in different member states. How is this gap seen? Is the policy debate about improving competitiveness or is it about increasing solidarity? Is the policy debate essentially about economic competitiveness or social cohesion? Third, it will assess the policy impact. It will explore whether and how these trends and policy discussions in different countries have changed public policy. Do policy makers recognise the nature of the gap between the capital and other secondary cities? Is a gap seen as a problem for the individual city or rather as a policy challenge for the national urban system? Are second-tier cities regarded as ‘charity cases’ or as potential locations for making significant contributions to national economic growth? What, if anything, are governments doing about these issues? Has government begun to target the economic importance of secondary cities? Has government done anything to increase the capacity and skills of secondary cities? Has it delegated more powers and more resources and has it placed fewer constraints upon grants?

From this general view of the world we derive five specific hypotheses, which are explored in this project.

- Deconcentration matters. This hypothesis essentially argues that the benefits of an urban system where public and private investment and resources are concentrated upon the capital city are smaller than those of a more deconcentrated, territorially balanced urban system where growth and resources are spread across a range of different sized cities in a wider territory.

- National policies - and levels of centralisation - matter. This argues that the performance of secondary cities is significantly affected by national government policies - implicit or explicit, direct and indirect.
- Local factors matter. Secondary cities are path dependent and are constrained by external factors - historical, cultural, structural, political and institutional. But those factors are not determinant. The economic performance of cities will depend upon their strategic capacity to manage those constraints.
- The key drivers of territorial performance are innovation, human capital, connectivity, place quality, and governance capacity. Policies on those dimensions are crucial and again should be explored and assessed.
- Territory matters. This argues that globalisation makes the governance capacity of place more important. It will be increasingly multi scalar. Economic governance in secondary cities should be located at the highest achievable spatial level. Secondary cities need strategies to shape the different territorial roles they play regionally, nationally and in Europe.

**Inga Jekabsone | *Integrated governance model for municipalities in EU based on subjective well-being assessment and co-responsibility approach***

PhD student, University of Latvia

The concept of well-being has always been relevant as every society continuously tries to find best possible solutions on this matter. Traditionally, a nation's well-being is measured by macroeconomic indicators such as GDP or GNP. However, well-being is more than the accumulation of material wealth; it is also the satisfaction of everyday life which could be subjectively assessed by every individual (subjective well-being). At the same time, local governments nowadays have increasingly become more important regarding their role in ensuring the well-being of the society.

Taking into account the relevance of this notion, the aim of the presentation is to present a developed and approved methodology for evaluation and improvement of subjective well-being for local municipalities. Research methods used in this analysis comprise scientific literature studies, several stages of focus group discussions, statistical data analysis, SPIRAL methodology, scenario method and hypothesis testing. Moreover, the main findings of the conducted research are meant to provide a methodology for evaluation and improvement of subjective well-being in communities based on principles of social inclusion and social governance. The outcome is sought to help local authorities in improving the level of subjective well-being indicators and cooperation with other municipalities, as well as to increase trust in democratic societies while conducting behavioural changes in an array of actors.

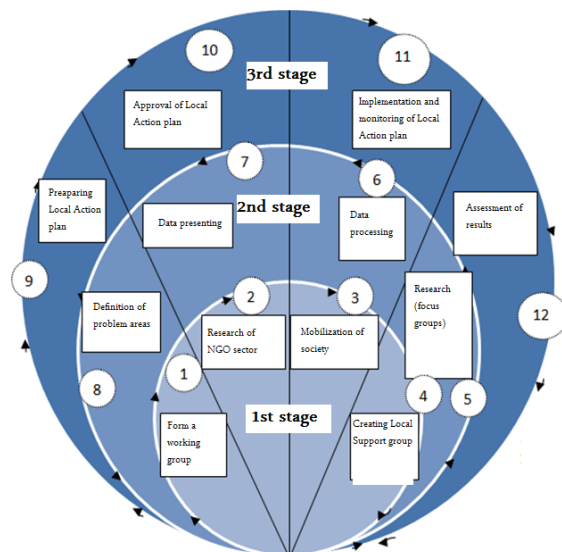


Figure 6. Integrated governance model for municipalities: 12 steps for evaluating and increasing well-being.

Focus group findings gave new and valuable insights into the concerns of citizens, while they brought home to policy-makers and politicians the multi-dimensional elements of public interest and a full range of issues that municipalities need to address. When these are linked to a co-responsibility process where citizens and civic associations are engaged in addressing these concerns, then new perspectives for action are opened up. These pilot actions are currently being undertaken by certain municipalities, which are testing a number of these measures.

**Vytautas Palevičius | *Transport systems integration into urban development planning processes***

PhD student, Vilnius Gediminas Technical University

This presentation laid part of the groundwork of a project aimed at integrating transport systems in urban development planning processes in Vilnius, Lithuania. Like every modern city, Vilnius's urban development is complex and covers a series of policy areas that need to be planned for. Multifunctional integration of such policy sector is thereby necessary in the preparation of long-term strategic plans at the urban level. One of the most important areas ensuring sustainable urban development is that of transport systems as it directly impacts on socio-economic vitality while attempting to ensure environmental quality and safe traffic conditions.

The modernization of Vilnius' transport system has not emerged in its own. Rather, it is an integral part of a whole city's sustainable development, which ensures that individual needs of the inhabitants in urban areas are met while increasing investment attraction for job creation and social infrastructure development. Traffic problems and other negative tendencies are commonly amongst a series of consequences emerging from not sufficiently balancing urban and suburban planning with economic activity. Measures in solving these issues comprise reasonable property development, implementation of the compact city model, and

balancing of work place and residency that determines the overall structure of trips by inhabitants and transport impact on the environment.

In 1980, 1993, 2006 and 2011 an array of surveys of residents of Lithuania was held with the aim to identify how many residents travel and what kind of transport they use. According to the results of the survey, travel structure (estimating types of transport system) in Lithuania from 1980 to 2011 changed completely: the amount of pedestrian travels decreased from 44,1 % to 35,5 %, the use of public transport decreased from 47,1 % to 24,6 %, taxi – from 2,9 % to 0,7 %. Travels by private cars increased heavily – from 3,8 % to 38 %.

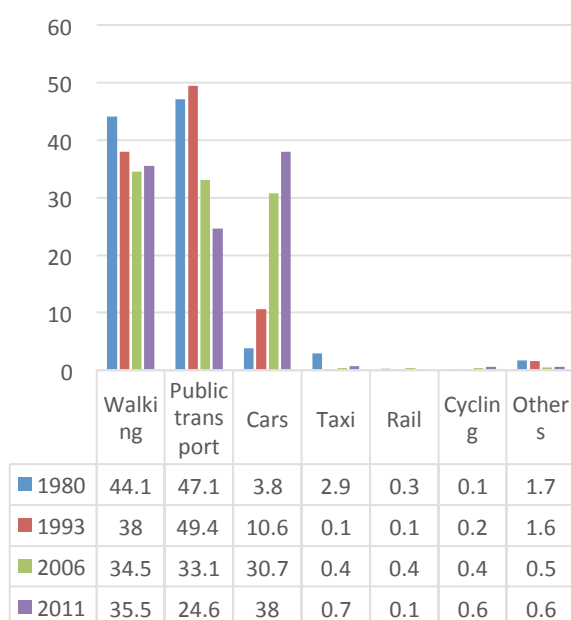


Figure 7. Modal split in Vilnius after a series of transportation surveys.

The presentation highlights the importance of the transport system’s integration in planning processes of urban areas. Transport system infrastructure development is one of the key indicators ensuring the city's social, economic and business activities. Street length, density and technical parameters are the basis of Vilnius’s city transport systems, which create relevant conditions to the city's territorial development, vehicular and pedestrian traffic.

The annually growing number of vehicles headed to the centre of large cities of Lithuania creates a negative impact on the operation of transport system, and on the quality of life of local inhabitants causing traffic congestions, air pollution and traffic-generated noise. In order to eliminate those negative effects essential measures are necessary to decrease the need of inhabitants for using private cars to travel to the city centre. Currently, in large Lithuanian cities, namely in the capital city Vilnius, park and ride scheme is still in a planning stage. A transport network of Vilnius City (540 000 inhabitants) has no park and ride scheme yet which would help to avoid traffic congestions and to increase the number of passengers in public transport. The level of car ownership in Vilnius is 570 cars/1000 inhabitants. The existing bus and

trolleybus routes account for 40 percent of urban journeys, the private cars - for 60 percent.

The Vilnius Gediminas Technical University has developed a databank of public transport passenger flows, traffic loads on streets and intersections and road accidents. Comprehensive researches and analysis of Vilnius City transport system have showed that it is advisable to implement nine park and ride lots at the main suburban entrance roads to Vilnius City.

**Aleksandrs Dahs | *A spatial approach to regional demographic research and policy making: Example of Latvia***

PhD student, University of Latvia

Spatial analysis of the historical population data in local municipalities often indicates that those territories currently showing similar population dynamics may have arrived to current state via divergent historical paths. Therefore, from a population development perspective, those may have different underlying strengths and weaknesses in terms of available infrastructure, reproduction potential and migration behaviour. This also implies that different long-term reactions to the various policy instruments and aid measures should be expected from the different groups of apparently similar modern municipalities.

In the long-term spatio-temporal population research, it is both possible and useful to conduct a recalculation of historic data according to single frame of reference, even in the countries/regions with significant rearrangements in their administrative division. Further econometric analysis of regional socio-economic and demographic indicators, employing classical and spatially-adjusted models, allows discovering new dimensions of known regional development issues. For instance, comparison of the model fit of simple and spatially-lagged regression models may show the levels of spatial dispersal of the particular investment/aid measures and enable to distinguish instruments needed to be applied locally, and those, which may be used in a more centralised manner, expecting spatial spill over effect.

In Latvia, a series of conflicting priorities of regional convergence and nationwide growth-support measures remain to be the characterising traits of regional policy. There is a systematic lack of integrated territorial approach in policy planning. The latest administrative-territorial reform (1999-2009) resulted in a new single-level system of local administrative units (LAU), with only 119 single-level LAUs.

The population of a region normally does not form over one year. Its structure and parameters develop during the life span of generations and are shaped by the surrounding environment and historical events. However, most studies treat individual geographical units (regions) as independent isolated observations rather than as systems of interconnected spatial entities. In order to conduct a spatial demographic analysis aimed at identifying the long-term trends, and later, to have reliable and comparable results, one needs to obtain (through recalculation and estimation) historical data that would fit under a single spatial frame of reference.

**Juha Halme | Stakeholder participation in place branding: a case study of three regional level place branding programs in Finland**

PhD student, University of Eastern Finland

This presentation provided insights to a postgraduate project examining the degrees of participation of an array of stakeholders in place branding. The topic is significant as wide participation of stakeholders has been seen as a highly important factor for the success of the place branding programs. The main questions highlighted were: *who has the right to participate in the place brand and who, on the other hand, does not and why*. In other words, the research objective is the process through which stakeholder participation in the place-branding program is negotiated and resolved. Recent literature has suggested that this process is a type of power struggle, where more powerful stakeholders have their vision included more strongly in the place brand while weaker ones, such as local communities, are not recognized in the brand. This can lead into alienation and lack of legitimacy of the place brand. The data is collected from three place branding programs in Finland and one from abroad utilizing case-study design. The methods used are interviews for the management of the place branding programs, survey questionnaires for the recognized stakeholders and critical discourse analysis of the materials published by the programs.

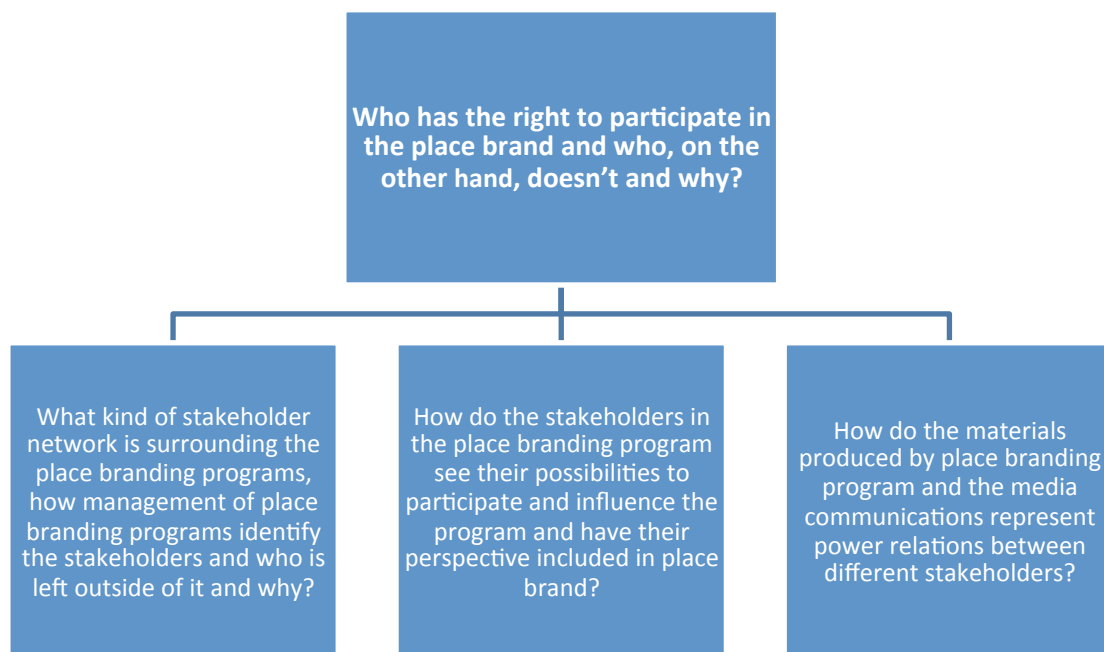


Figure 8. Research approach to stakeholder participation in place branding.

Today it is common to hear of different regional development organizations putting emphasis on *image* or recently, the *brand* of region. Cities, provinces and even whole countries are actively organizing campaigns, working groups and delegations with purpose to enhance the perception of the region to the outside world. This marketing mentality has been rationalized as a result of increased global competition between regional units from skilled workers, investments, and tourists that are supposed to bring wealth and prosperity for the region. As Rainisto has put it: *“global competition between places means that “faceless” capital is seeking*

*opportunities over national borders and comes only in areas which offer high enough profit for the investment” (Rainisto, 2004, p.30).*

Furthermore, Zimmerbauer (2008) has analyzed such progress and has concluded that there has been a significant shift in the discourse and rhetoric in regional development from promoting strong regional identity and institutionalization towards attractiveness and regional image which can consist for example from knowledge capital, creativity and innovativeness of the region. The similar transformation in the discourse has also been noticed at a broader level, by Wernick (1991) who coined the term promotional culture by which he refers to the spread of terminology and practices from field of marketing to different spheres of society. This manifests itself by proliferation of certain ideology but also has concrete impact on the forms of communication. Enforcement of sub-national regions marketability has been spearheaded by the European Union with its “Europe of Regions” regional cohesion policy, which sees to regions as better-fitted unit for global competition rather than states. Proponents of the Europe of regions have accentuated the importance of regional identities in effort of regional actors to gain resources for development plans and to make regions into 'products' (Paasi 2002).

In this backdrop *place branding* has emerged as a prominent place marketing strategy which cities, regions and even nations actively apply to separate themselves positively from their competitors. The term *branding* originally came into the use of marketing literature in early 80's. Branding product (or company) was meant to produce intentionally favourable image out of product, which was spread through smart advertising using the latest mass media and advertising technology. Brand was supposed to reflect strengths and values of the business. Later on in early 90's, place branding diverged to its own field from corporate branding with special emphasis on branding tourist destinations and, later on, cities, regions and countries. Place branding is generally considered a more tedious task than corporate branding of products or services, although highly profitable if successful (Moilanen & Rainisto, 2008; Morgan et al. 2004). As Saraniemi (2009) has noted, place branding is far more complex practice than corporate branding, involving multifaceted offers, cross-sector stakeholder co-operation with potentially different local perspectives and, finally, whole populations.

Although a widely diffused practice, place branding as its own separate field of inquiry in academic research is rather new area. Within the existing place branding literature, the issue of stakeholder participation is especially inadequately examined. (Kavaratzis 2012, 8) In this context, current study will provide new research that is highly relevant and applicable for the development of the place branding practice, providing a new data on the subject from three place branding programs in Finland and possibly one case abroad.

**Pablo Elinbaum | *Plans outside the system. Ad-hoc instruments for designing and managing urban areas***

Postgraduate researcher, International University of Catalonia

Local jurisdictions show explicit contradictions regarding current territorial dynamics. New urban patterns are more related to the concept of 'urban area' and the fluctuating sub-regional scale. Thus, the need to jointly address local and regional phenomena challenges conventional planning systems and the subsidiarity of historical administrative structures. Through a multiple case study of three recent 'plurimunicipal' plans, the aim of this paper is to evidence the innovation and specificity of recent planning for urban areas. The paper argues that 'intermediate' design and governance tools allow rearranging a meaningful scale for 'the urban', overcoming tacit and static levels of planning systems.

*Supra-local Urban Plan of Odena (Spain). The urban question*

The first case is related to the Catalan planning tradition, which is characterised by a legal framework that splits urbanism and regional planning. During the last socialist administration (2003-2011), regions became the reference level for the whole planning system. Thus, supra-local urban plans, like the case of Odena, were considered as 'spatial policy' associated with regional plans, which were implemented as a framework for plurimunicipal coordination. The boundary of this plan was fitted to the urban space of the conurbation of Igualada. This allowed planners to implement a morphological and comprehensive approach similar to local master plans (Figure 1). So, compared to conventional supra-local plans, the scope of this plan turned out to be much more binding for future municipal plans. Indeed, the accuracy of the plan's schedule and the conditions for development has generated great resistance from municipalities and other local actors.

*Intercommunal Urban Plan of Agen (France): The peri-urban question*

The second case is rooted in the French planning tradition. Due to the French communal micro-divisions, the State supports voluntary associations through economic funding. The Intercommunal Plan of Agen is the result of this policy. It is a tool that must act simultaneously as a regional plan, a zoning plan, an operative plan and a mechanism for the sustainable management (figure 2). The diagnostic of the plan focuses on three specific issues: the relevance of peri-urban areas for the regional equilibrium, the regeneration of consolidated areas, and the impact of planning regarding climate change. Due to continued annexation of communes, the singularity of the Plan of Agen is the overlapping of its boundary and content with the regional plan for the county of Agen.

*North Northamptonshire Core Spatial Strategy (UK). Economic growth question*

The third case is the North Northamptonshire Core Spatial Strategy. Despite the centralist tradition of English planning, this plan shows that the management of urban areas can be both a strategic and a binding instrument, and that bottom up regional strategies are possible. The plan must consider the National Planning Act for Sustainable Communities and the Regional Strategies for Milton Keynes and South Midlands. Thus, the imperative of sustainability is an argument for articulating all



scales of planning. At the regional level, the plan defines the role of the major cities, smaller towns and rural service centres. At the local level, the plan implements ten detailed policies for new housing and the landscape quality. Finally, the plan sets a territorial Vision that relates all spatial strategies, being is essential for attracting investments and competing with other urban areas and regions (figure 3). In fact, the essential relationship between the vision and the objectives is based on the possibility of using growth for promoting the sustainability in local agendas.

Until now it can be argued that plans for urban areas cannot be standard instruments. But still, through the cross case analysis, it can be possible to generalise some variables of the ‘intermediate planning’ instruments.

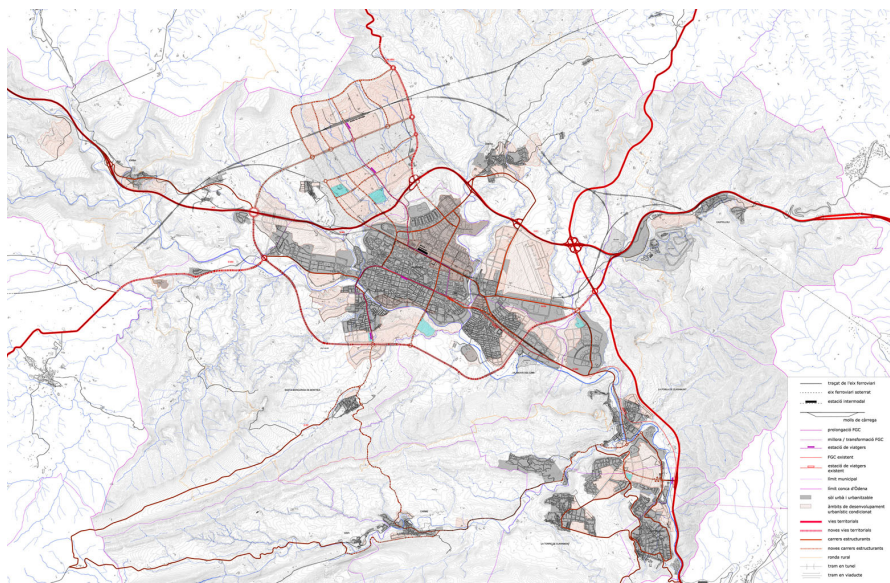


Figure 9. Transportation networks. Source: Supra-local Urban Plan of Odena, 2008

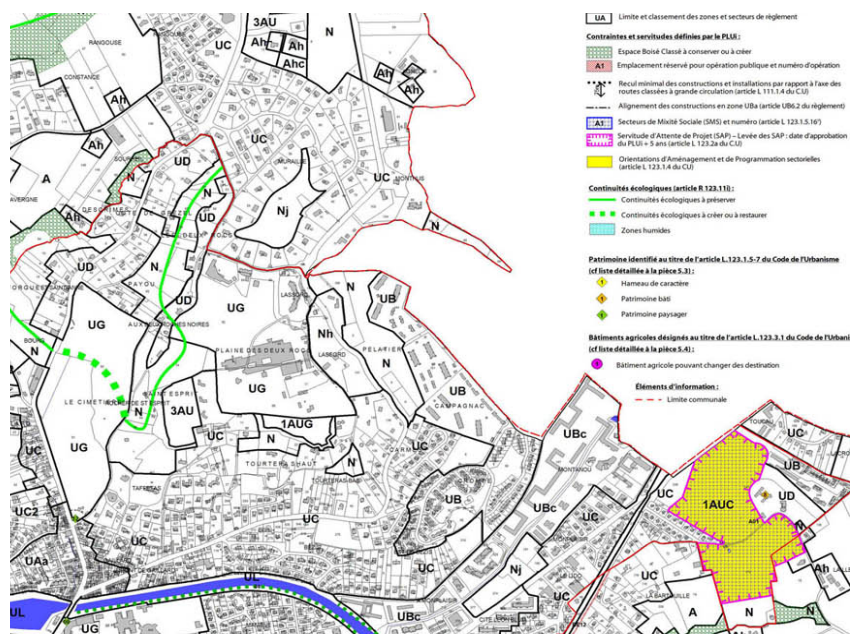


Figure 10. Selective zoning. Intercommunal Urban Plan of Agen, 2013

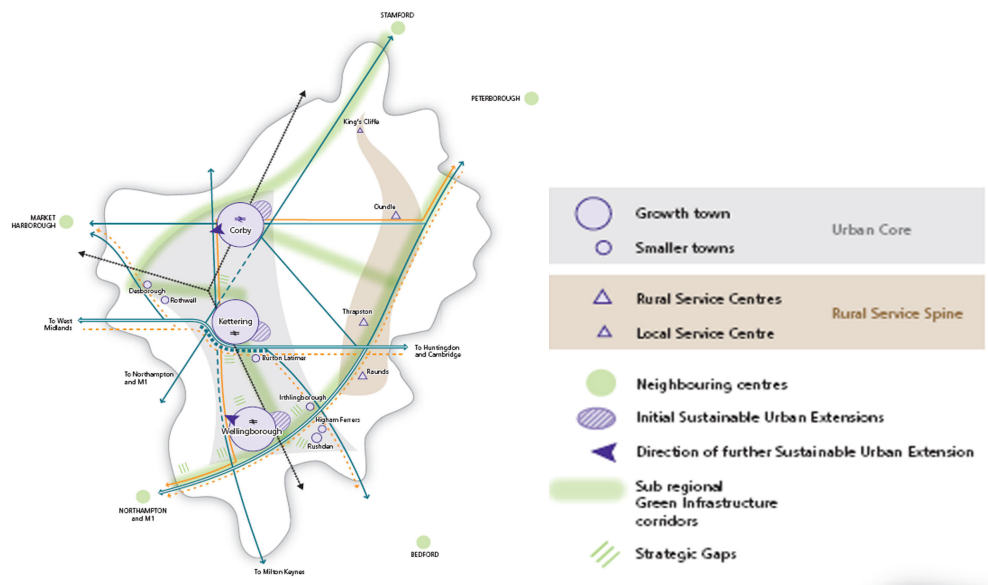


Figure 11. Key Diagram. Source: North Northamptonshire Core Spatial Strategy, 2007

### Hybrid planning style and scope

Planning styles generally range from the strategic approach (promotional and mediating) to the operative approach (comprehensive and physical) (Faludi, 1994). However, intermediate plans can ‘adjust’ their regulations –that can be binding or schematic– considering complex administrative frameworks. For instance, the Plan of Agen is clearly an operative plan that combines a discontinuous zoning, comprehensive guidelines and specific and generic regulations. The Plan of Odena is also based on a land use regulation as ‘policy extension’ of the regional plan. In other words, it translates the regional zoning in a more detailed classification, being a typical approach of the morphological tradition of southern Europe planning (eg. Spain and Italy). In contrast, the regulations of the Plan of North Northamptonshire do not refer to land uses. Despite the schematic graphic code of the plan, policies are enough detailed for conditioning architecture and influence in regional dynamics, being the essence of Strategic Spatial Planning. As Donald Schön (1983) states, design is a reflective activity and, therefore, each exercise of planning demands different levels of ‘fuzziness’. That is how planners show or hide the reality of the territory in an intentional way. The innovation of planning policies for urban areas has to do with overcoming the deterministic nature of master plans as blueprints, by considering room for open and flexible spatial arrangement (figure 4).

### Descriptive models

Besides planning styles, policies are often shaped through spatial models –or visions– for inducing territorial structures or the hierarchy of cities. Also, each model implicitly expresses a specific territoriality. The model of the Plan of Odena is based on the consolidation of a "rational" compact city. The plan proposes a centripetal urban structure, beyond the different local identities. Instead, the Plan of North Northamptonshire proposes a horizontal model that is both poly-nodal and polycentric. The plan defines the re-equilibrium of the three main cities, but maintaining their identity and the physical continuity of the rural landscape. The Plan

of Agen is based on a model that is a mix of a vertical and a poly-nodal pattern. In this case, the city of Agen will remain as the main centre of the urban area, while other cities will grow but maintaining a rural status. Due to the fuzzy scale, planning of urban areas provides an innovative experience for describing structures and territorial dynamics. These models are critical for contesting 'static' levels of the planning systems.

#### *Ad-hoc and guided developments*

Moreover, intermediate planning cannot define a schedule for developments. Proposals must be implemented by other plans (municipal and sectorial), being quite difficult to fix 'programs for the action'. However, due to their structural approach, these plans can have a longer effect. The plan of Odena proposes a hypothesis of incremental evolution (short, medium and long term) as a reference for urban and sectorial development. Also, the Plan of North Northamptonshire provides a detailed monitoring program for adjusting the objectives and proposing alternative scenarios regarding market developments, jobs demand, national funding, etc. But the most important is that the planning for urban areas allows putting on the same track the different speeds of development (urban, sectorial and regional). In this sense, the Plan of Agen is set for a twelve years period for the coordination of local plans (within periods of four years) and sectorial plans drafted every six years, considering evaluations every two years. More than a 'final image', intermediate plans provide a rational guide for planning, taking advantage of unique territorial conditions and situations.



Figure 12. Participatory workshop. Source: Plan of North Northamptonshire (2007)

In short, this paper evidenced the innovation and specificity of recent plans for managing urban areas. The cross case analysis of three recent plans demonstrate that 'intermediate planning' allows re-locating a meaningful scale for urbanism, overcoming bureaucratic and static levels of planning systems. Moreover, intermediate planning can establish discontinuous and ad-hoc boundaries, based on functional efficiency (critical size) and meaningful administrations (critical

governance). These plans are enough comprehensive for monitoring local trends, and enough structural for reflecting on the regional scale. This new perspective allows contesting the generic regional isotropy of regional planning, considering self-sufficient local associations. Further studies should evaluate if all these ad-hoc institutional arrangements evolve towards static administrations. Up to now, we know that intermediate planning do not fit any territorial scale, but at the same time these plans are essential for the coherence of the whole planning system.

**Inese Haite | Polycentric development in Latvia and its evaluation**

Postgraduate researcher, Daugavpils University, Latvia

How is polycentricity actually defined? Does being “poor” mean that there is only limited potential for development? How is development activity measured? It is possible to measure polycentricity in both large and relatively small countries? What constitutes a reliable method to carry out polycentricity studies?

The paper is aimed at exploring polycentric development in Latvia, assuming that the spatial concept of polycentricity has a significant role in the general task of facilitating the development of the territory. This work highlights the need to analyse the activities comprising regional economies with an aim to describe the actual processes of regional politics in Latvia. The concepts “regional politics”, “regional development” and “polycentric development” are closely related to the theory of regional development whose main objective is to explain the causes and regularities of regional economic development and competitive differences.

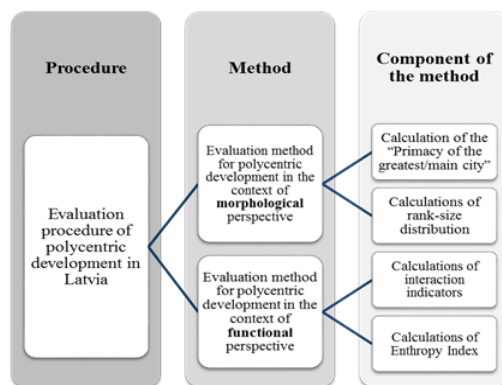


Figure 13. Research approach for polycentric development evaluation in Latvia.

The object of this research is polycentric development while its subject is the evaluation of polycentric development in Latvia. On the basis of theoretical guidelines, the research aim has been to develop a procedure for the evaluation of Latvian polycentric development. Moreover, the aim of the empirical research has been to identify the actual level of polycentric development of Latvia and its regions by using mathematical methods.



The concept of polycentricity takes a central place in current debates regarding restructuring regional policy within the European Union. It is increasingly recognised that polycentric regional development can promote territorial cohesion. An important factor for the choice of polycentric territory is the demographic situation, availability of human resources and their prospective development.

Latvia is a monocentric settlement with a strong main centre - Riga, which has a great specific weight in the country's economic system, the potential increase of which is directly related to constant increase in population. At the same time Latvia has a wide, comparatively evenly distributed net of cities, where the number of population gradually decreases. The real distribution of population in cities of Latvia is identified after the Population Census 2011. The population has significantly decreased, thus negatively affecting successful indicators of polycentric development investment policy initiated by the state.

The objectives of the research are to identify the interconnection between population and polycentric approach to the territory, to outline the tendencies in city settlements, as well as analyse the trends of population number changes in Latvia within the context of polycentric development. The acquired research results and identified tendencies of population number changes can be further used in planning and implementation of the polycentric development policy in Latvia, as well as in making middle-term decisions in the field of regional investment policy.

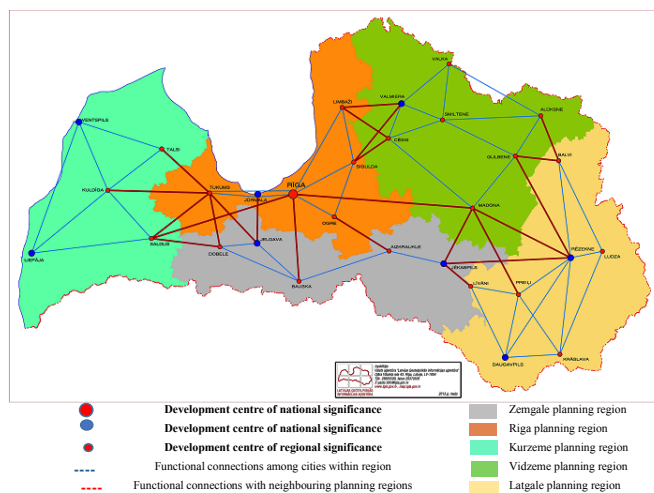


Figure 14. Functional joints among cities of Latvia at the regional level.

For more precise information about the scope and outcome of this PhD project, see: [www.du.lv/lv/zinatne/promocija/aizstavetie\\_promocijas\\_darbi/articles/3461](http://www.du.lv/lv/zinatne/promocija/aizstavetie_promocijas_darbi/articles/3461)

## Daniel Galland | *Epilogue*

Assistant Professor, Aalborg University  
ENECON, Steering Committee Member

This workshop in Aalborg was the last in a series of three postgraduate workshops carried out by the ENECON consortium during the period 2012-2014, with previous versions celebrated in Joensuu (2012) and Tartu (2013). In this workshop, a total of 28 master's students, postgraduate students and lecturers from the Nordic-Baltic region gathered in Aalborg to discuss territorial governance, spatial planning and policy, and polycentric development, amongst other relevant themes and domains associated with evidence from ESPON projects such as TERCO, METROBORDER, LUPA, TOWN, TANGO, and others.

ESPON-ENECON speakers and doctoral students from the Nordic-Baltic region debated evidence-based policy making approaches concerning governance and land-use patterns in border regions, strategic and spatial visions under emerging regionalization, stakeholder involvement in strategic spatial planning, and the emergence of new plans and instruments for the design of urban regions. In this light, ESPON-ENECON partners regard this workshop alongside the previous two editions as significant learning outcomes for the future ESPON 2020 programme.

The ENECON project is one of the Transnational Networking Activities in the ESPON 2013 Programme aiming to disseminate ESPON findings in the Northern European context as well strengthening the Nordic-Baltic community on territorial development and cohesion.

The workshop presentations and press release of this event are available at the ENECON website: <http://www.rha.is/enecon>



*Figure 15. The Utzon Centre and Aalborg University hosted ENECON's III Postgraduate Workshop.*



*Figures 16 & 17. Participants having lunch in the Utzon Centre (Aalborg, Denmark).*

[www.espon.eu](http://www.espon.eu)

The ESPON 2013 Programme is part-financed by the European Regional Development Fund, the EU Member States and the Partner States Iceland, Liechtenstein, Norway and Switzerland. It shall support policy development in relation to the aim of territorial cohesion and a harmonious development of the European territory.